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ABSTRACT

This report on the National Advisory Council on Adult Education has nine brief sections: (1) an overview of the council's purpose, functions, history, methods, 1976-1977 mission and accomplishments, and future role; (2) a discussion of the functions of the executive director's office and the reasons for undertaking two projects (Futures and Amendments Meetings and a Survey of State Support of Adult Education); (3) a summary of the purpose, structure, attendance, dates, and sites of the Futures and Amendments Meetings and the questions addressed at these meetings; (4) a summary of the purpose and focus of the state survey; (5) discussion of program visitations made by council members; (6) list of 1976-1977 council meeting dates, sites, and content; (7) a chronology of the Adult Education Act which summarizes legislative actions that have changed federal adult education legislation and the significance of those changes; (8) a list of the names, positions, and appointment dates of the council members; and (9) notes on the composition, functions, and responsibilities of each of the council's standing committees. (EM)

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National Advisory Council on Adult Education 1977

Section I

Beyond the Verge

OE 014 378

National Advisory Council on Adult Education

As mandated in the Adult Education Act (P.L. 91-230 as amended)

Sec. 311 (a) The President shall appoint a National Advisory Council on Adult Education (hereinafter in this section referred to as the "Council").

(b) The Council shall consist of fifteen members who shall, to the extent possible, include persons knowledgeable in the field of adult education, State and local public school officials, and other persons having special knowledge and experience, or qualifications with respect to adult education, including education for persons of limited English-speaking ability in which instruction is given in English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons, and persons representative of the general public. The Council shall meet initially at the call of the Commissioner and elect from its number a chairman. The Council will thereafter meet at the call of the Chairman, but not less often than twice a year. Subject to section 448(b) of the General Education Provisions Act, the Council shall continue to exist until July 1, 1978.

(c) The Council shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including policies and procedures governing the approval of State plans under section 306 and policies to eliminate duplication, and to effectuate the coordination of programs under this title and other programs offering adult education activities and services.

(d) The Council shall review the administration and effectiveness of programs under this title, make recommendations with respect thereto, and make annual reports to the President of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to adult education activities and services). The President shall transmit each such report to the Congress together with his comments and recommendations. The Secretary of Health, Education and Welfare shall coordinate the work of the Council with that of other related advisory councils.

This report is published under provisions of the Adult Education Act and the Federal Advisory Committee Act.

National Advisory Council on Adult Education, 1977

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NATIONAL ADVISORY COUNCIL ON ADULT EDUCATION

1977

U S DEPARTMENT OF HEALTH,
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Foreword

Mrs. Lyndon B. Johnson

Often, my husband voiced the hope that he would be remembered as the "Education President." Throughout his life he believed that people everywhere should be free to develop their talents to their full potential, unhampered by arbitrary barriers of race or birth or income. He called this the "fifth freedom": freedom from ignorance.

As President of the United States, he embraced the opportunity to put that belief to work by guaranteeing this freedom through the Economic Opportunity Act of 1964. Today as we pause to note and remember this momentous piece of legislation, I think Lyndon would have been deeply proud of its effects on adult education.

Across the land, adult education is providing avenues which lead to better lives, enabling an increasing number of Americans to cope with an increasingly more complex society. The drop in the illiteracy rate is at least partly the result of more adults breaking the bonds of ignorance each year as they seek and find fulfilling learning experiences.

For those of you involved now in the field of adult education, I think you will find special meaning in Lyndon's words, "For a nation, as for an individual, education is always an unfinished journey, a continuing process of discovery." I wish you well as you continue to value and enrich our most precious resource, the minds and boundless potential of our people.

Lady Bird Johnson

Former First Lady Claudia ("Lady Bird") Johnson has maintained a long and active involvement with humanitarian causes, among them education, its programs and institutions. She has served as a member of the University of Texas System Board of Regents, as honorary chairman of the National Head Start Program and is a member of the National Geographic Society's Board of Trustees. In 1971 she received the nation's highest civilian award, the Medal of Freedom.

An Introduction

Mary A. Grefe, Chairman

Beyond the Verge

"America is . . . on the verge of becoming truly a 'learning society'. . . .

"Adult education in many forms—public and private, formal and informal, for pleasure and for profit—nowadays touches the lives of nearly half the adult population at one time or another. . . .

". . . universal education is far closer of achievement than it has ever been, anywhere in the world. . . . it has made a major contribution—perhaps the major contribution—to keeping our democratic principles and institutions strong and vibrant."

Stanley Elam, "Toward 'A Learning Society'," in *A Nation of Learners*, Leroy V. Goodman (ed.) p. 196

In 1970, the Congress of the United States passed legislation that established a National Advisory Council on Adult Education (NACAE). The Council's responsibilities include advising the Commissioner of Education on matters of policy as well as reviewing "the administration and effectiveness" of programs under the Adult Education Act and making "recommendations with respect thereto." The Council is also charged with preparing and submitting "annual reports to the President of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to adult education activities and services)." Compliance with that latter obligation is the purpose of this report.

The National Advisory Council on Adult Education, as the Adult Education Act itself, is guided by a very simple premise. That premise is that popular democracy and education in the United States are inseparable. Liberty and equality for every human being—without regard to age, race, color, creed or sex—are touchstones of popular democracy, in social, economic and political terms. Attainment of the ideals of liberty and equality presupposes educational opportunity as an essential ingredient *of* and a necessary condition *for* democracy, for educational opportunity provides access to the avenues leading to social, economic, and political freedom. Therefore, to the Council, a system of education that is as universal as the franchise itself and that continues throughout every individual's lifetime is a national imperative.

In accord with valid educational theory, the Council's work assumes that universal education requires the learner's meaningful participation and involvement. Indeed, only through actual participation in a process can education take place. Thus, to learn to live with political freedom as competent

and responsible citizens, the populace must actually participate in the functioning of government.

John Stuart Mill, in his classic study on *Representative Government* defines the best form of government as that whereunder the "sovereignty, or supreme controlling power in the last resort, is vested in the entire aggregate of the community, every citizen not only having a voice in the exercise of that ultimate sovereignty, but being, at least occasionally, called upon to take an actual part in the government, by the personal discharge of some public function.

". . . any participation, even the smallest function, is useful . . . the participation should everywhere be as great as the general degree of improvement the community will allow."

The National Advisory Council on Adult Education, given its ultimate concern for popular democracy, serves two functions. First, it seeks to remedy educational disadvantage through the improvement and expansion of opportunity for adult education. Second, it seeks to support and motivate professionals in adult education to accept the challenge of providing "a new beginning" for adults; vouchsafing to each adult the right to develop requisite skills to become better workers, better parents and homemakers, better users of leisure time. Adult education is also challenged to provide programs that enable adults to make successful adjustments to aging and acquire the basic competencies attending that adjustment.

Over the years in which the Adult Education Act has been in effect, there have been enormous gains in adult education. For instance, the number of illiterate adults reported in the 1960 census has been significantly reduced during this past decade. The median years of school completed is now over 12 years and the success ratio of adult education is twice that of elementary and secondary. And adult education is the fastest growing branch of the educational system in the U.S. with 32 million enrollees each year.

Despite obvious gains, problems remain; the task is unfinished. The 1970 census found 54.3 million adults 16 years and older who were not required to be enrolled in school and who had not completed their high school education. Of these 54.3 million Americans, only 24 million were gainfully employed (20.7 million full time). Twelve and one-half million adults earned less than $5,000 per year.

The Adult Performance Level (APL) Study, sponsored by the Office of Education's Adult Education Division, found that in 1976 one out of five American adults lacked the skills and knowledge needed to function effectively, and another 33.9 percent are but marginally competent. Further, according to the study, less than half of all Americans function with any degree of real competence. The link between unemployment and the lack of basic educational skills is, we believe, self-evident. The goal of universal adult education remains an

urgent need; half competency is not an acceptable achievement.

The Council in its role as a liaison between the Federal government and the public, engages in an ongoing dialogue, not only with the Executive and Legislative Branches and the U.S. Office of Education but with myriad adult education agencies, institutions and organizations at the state, regional, and national level, private, voluntary organizations, other advisory groups, adult education practitioners, business and industry, and concerned private citizens. This process entails the Council's participation and involvement in local, state, regional, and national education conferences and conventions; symposiums, mayors' and governors' conferences; education workshops, and seminars; and local program visitations.

SURVEY OF COUNCIL HISTORY

The Council's roots date from the Economic Opportunity Act of 1964. With the passage of that Act, the Adult Basic Education (ABE) program was established, and sought to remedy the inequities of educational disadvantage by offering persons 18 years of age and older the opportunity to develop reading, writing, language and arithmetic skills to "enable them to obtain or retain employment and otherwise participate more fully as productive responsible citizens."

Later, amendments to the Elementary and Secondary Education Act (ESEA) in 1966 and 1968 provided a separate title, further expanding the adult education thrust. Under this legislation, funds became available to assist state and local education agencies meet the costs of instruction, employ and train qualified adult educators, and develop specialized curricula and techniques appropriate for adult learners.

In January 1968, a seven-member Adult Basic Education National Advisory Committee was appointed with the U.S. Commissioner of Education as Chairman. The Committee had one area of concern: adult basic education; particularly, they were charged to review the administration and effectiveness of adult education programs as they related to ABE.

In 1970, the ESEA legislation, including the Adult Education Act, was again amended. The ABE Advisory Committee was terminated and Congress, after a series of public hearings, established a National Advisory Council on Adult Education (NACAE), whose members would be appointed by the President. That mandate expires in 1978.

COUNCIL METHODS

In 1972, the Council's first Annual Report, including its recommendations, was transmitted to the President and, ultimately, was distributed to the Congress, the Departments of the Executive Branch, and to the education

community. During its first year, the Council reported that it held eight full Council meetings in several locations across the nation; members attended local, state, regional, and national conferences, and convened a gathering of the directors of national organizations to discuss adult education problems and solutions.

Since the Council's inception, program visitations have provided it an observation post for state and local adult education programs, and at the same time these visits provide adult education professionals increased awareness of and contact with the Council and its activities. This effective, two-way method of communication is still in use by the Council.

Another responsibility of the Council is research. Projects undertaken under that heading have provided an examination and critique of teacher training in adult education; a synopsis of Federal adult education laws/activities; and the compilation of a "glossary" of national adult education associations and voluntary organizations. The identification of several funding and program problems requiring the attention of and action by the Executive and Legislative Branches has resulted from these research explorations.

In fulfilling its obligation to make recommendations to the President, the Congress and the Commissioner of Education, the Council and its predecessors have also contributed to the shape of national policy and legislation. Growing out of such recommendations have been

—the first steps toward consolidation of all Federal adult education services under one agency;

—the development of career-oriented education for adults;

—the expansion of adult education programs in correctional institutions;

—the growth of education programs for senior citizens.

In 1973, for example, when the Adult Education Act was due to expire, the Council's recommendations were instrumental in the passage of an expanded and more comprehensive Adult Education Act, including funding for programs and support services among American Indians and institutionalized persons; broader programming for the educationally disadvantaged; and the design and implementation of career education models.

The Education Amendments of 1974 also reflect many of the Council's recommendations. The content of state plans was broadened to provide experimental, demonstration and teacher-training projects; state advisory councils on adult education were suggested; a clearinghouse on adult education was authorized; and the composition of the Council was revised to assure the participation of persons with special knowledge and experience in educating adults with limited facility in the English language.

Resource materials, of value to the Executive and Legislative branches

and to education administrators in state and local government, have been another by-product of Council activity. From a study undertaken in 1974 came the 1975 report to the President titled, "A Target Population in Adult Education," which brought into focus the special educational needs of the nation's adult population.

In 1976 the Council completed a study and published a position paper on a "National Clearinghouse on Adult Education" and in late 1975 a paper on "The Roles and Responsibilities of Adult Education within Parent/Early Childhood Education." Also published was the Council's survey of "State Advisory Councils in Adult Education," and "An Historical Perspective: the Adult Education Act 1964-1974." These publications continue to have reference value beyond the immediate circumstances that caused them to be published.

THE PAST YEAR IN REVIEW

Near the beginning of the Council's activities for the year 1976-1977, a statement of mission was developed that sought to delineate those purposes and priorities the Council would pursue. That statement committed NACAE as follows:

Purpose

The National Advisory Council on Adult Education will:

—Address adult education issues from the standpoint of client advocacy.

—Lend our efforts toward making adult education a national priority.

—Maintain and improve professional and working relationships with the Deputy Commissioner for Occupational and Adult Education and, in particular, the Division of Adult Education.

—React to current and proposed legislation which has ramifications for adult education.

—Continue to evaluate the policies and directions of the Council.

—Review the administration and effectiveness of programs under the Adult Education Act, make annual reports to the President concerning findings, recommendations and policies which relate to adult education activities and services, in compliance with Section 311(d) of the Adult Education Act.

Priorities

The National Advisory Council on Adult Education seeks:

—To establish working relationships with other Presidential and Secretarial Advisory Councils in the U.S. Office of Education, and the Department of Health, Education and Welfare (HEW).

—To develop a position paper on lifelong learning, including an examination of thrusts in community education and delivery systems in adult education that deliver more than basic education.

—To initiate dialogue with the Department of Labor, Comprehensive Employment Training Act (CETA) officials, and Action Volunteers to determine where their efforts and those of adult education can better be coordinated.

—To survey and analyze how the roles and policies of the various levels of government including state legislation and state/local expenditures affect adult education services at the state level.

—To provide for the inclusion of representatives from business, industry and the military on Council agendas.

—To encourage professional education organizations with adult education components to seek representation from the Council on their program agendas.

—To identify policy issues which affect bilingual adult education, and to advise the President on future policies affecting bilingual education and adults.

—To ensure that adult education programs meet the special needs of handicapped adults.

—To encourage and support adult education programs which assist various members of the family unit to understand more fully their educational roles in the lives of children within that unit.

—To establish a working relationship with the National Advisory Council on Indian Education and the Bureau of Indian Affairs in order to better understand the problems and concerns that have impact on Indian adult education programs.

—To encourage the National Institute of Education to continue to support adult education efforts and inform the profession and the Council of its activities.

—To involve more fully in Council activities persons of diverse backgrounds and cultures.

—To enlist the cooperation of communications media in providing the public with information about adult education.

—To continue to support international adult education activities which relate to the legislative mandate and the mission of the Council.

—To encourage and support adult education opportunities for older Americans.

Although not all of its aims have been brought to full fruition, some measure of the Council's faithfulness to its mission may be inferred from a summary of the year's highlights:

Council Accomplishments

—Conducted a comprehensive national survey of state support of adult education including analysis of existing state constitutional provisions, legislation, funding patterns and program growth since 1967.

—Conducted a series of eight regional "Futures & Amendments" meetings for the purpose of obtaining data from the field pertaining to future legislation and in order that the Council's recommendations for improving the existing adult education act might be more broadly representative.

—In concert with White House staff, arranged a "Tuesday at the White House" meeting on adult education. This session, in May 1976, brought together leaders in the fields of education, business, industry and government to discuss with White House representatives, the Secretary of Health, Education, and Welfare,

and the Council major issues and concerns in adult learning.

—Published a Record of House-Senate Education Funding.

—Published a History of Adult Education Legislation.

—Published an Annual Report to the President and Congress.

—Adopted a Council Affirmative Action Plan.

—Adopted a UNESCO Resolution supporting Adult Education

—Initiated a working relationship with the Organization of American States.

—Made recommendations relating to concepts for lifelong learning to be incorporated into the Wingspread Conference.

LOOKING AHEAD

Last year, in its Annual Report the Council noted that

> Adult education, like every other social institution in America, has responded to the forces of change by growing bigger: more programs, more staff, more classes, more variety, more people served. The demands made by growth have left little time and energy for contemplation or for articulation of a national policy. The consequences of unplanned and unquestioned growth were of little importance in a nation of abundant resources and boundless vigor. But as we enter our third century, our energy and resources have been thinned by the multitude of demands made upon them. We can no longer afford the human and financial wastefulness that results from duplication of effort and ill-conceived programming. There is an urgent need for this nation to take some moments from the tasks of doing, building, and growing to reflect upon what has been created.

With the authority for the present legislation coming to an end, the Council believes we have arrived at a particularly opportune time for reflection. This can be an invaluable period for taking stock of the whole adult education enterprise, a time for evaluating the worth of efforts that have been expended, a time for assessing where adult education has been, where it now is, and where it is going.

The Council, therefore, enthusiastically supports the President's proposal for a one-year extension of the Adult Education Act. Given that extension, the Council can continue acting as a catalytic agent, working to bring together concerned parties representing all persuasions and professional disciplines that operate in the area of adult education. Such a forum will provide a healthful environment for creative thinking and planning, from which recommendations for future courses of action and legislation ideally will come.

The Council would hope that successor legislation to the present Adult Education Act and its amendments will move the nation from the verge of becoming to *being* truly a learning society, thereby sustaining and enhancing education's historic contribution to the strength and vibrancy of our democratic principles and institutions.

From the Executive Director

Gary A. Eyre

From its inception, the National Advisory Council on Adult Education has deemed it sound policy to utilize an Executive Director as its senior administrator. With that post goes the day-to-day responsibility for the conduct of Council affairs. Because Council members believe that administration is the art of "getting things done," the Executive Director is further charged with aiding in the development of policy and with providing staff leadership in the implementation of Council-approved programs and projects.

That charge creates a very active—sometimes near-hectic, but always stimulating—administrative operation. Indeed, the Council office is in many ways comparable to a military command post, situated virtually at the frontline in the nation's continuing battle to assure functional and fulfilling literacy to the adult population.

To continue the battleground metaphor, at this command post no day is typical. "Getting things done" calls for being flexible—responding promptly to the exigencies of unexpected situations while still performing more routine tasks within a framework of established priorities.

Under the rubric of "getting things done," the usual work days, weeks, and months of any Council year will find the Executive Director and staff grappling with such widely varied imperatives as:

—Collecting data upon which decisions, recommendations and policy will be based

—Arranging hearings, meetings and conferences

—Examining wide-ranging social developments to determine their implications for adult education

—Interpreting Federal policies that pertain to the needs of adult learners

—Analyzing the body of legislation bearing on adult, continuing, and community education

—Translating educational manpower data into possible program action

—Serving as the ever-accessible link between the Council, HEW regional offices, states and local practitioners.

While the above is far from a conclusive itemization of the functions of the Executive Director's office, it is suggestive of the scope of the challenges it confronts.

The past year has been typically atypical. With the current Federal Adult Education Act due to expire in 1978, the Council gave top priority to its mandated assessment of "the administration and effectiveness of programs under that title." For that purpose, the Council determined to hold a series of regional meetings, called "Futures and Amendments Meetings," (described on p. 11) to ascertain the needs perceived and the directions suggested by a cross-section of adult education practitioners.

Concurrently, a "Survey of State Support of Adult Education" was undertaken to determine the partnership and growth of adult education in each of the 50 states, the District of Columbia and the territories

since the allocation of Federal funds in 1965. This survey sought to discover data in numerous areas, including:

1. State constitutional provisions impacting on adult education
2. Current state adult education legislation
3. Past state legislation in operation or available but not being utilized
4. The state and local projection for the financing of adult education in school year 1977
5. State funds which are currently being expended on the Federal match
6. State estimated cost per student year (1976 school year)
7. The adult education target and/or demand population
8. The number of students served in all state Adult Basic Education and General Education Development programs in school year 1976
9. The process and timetable for the distribution of Federal and state monies to local educational agencies
10. The organizational structure of each department of education which may include the unit serving adult education
11. State board of education policies having impact on adult education
12. Policies on teacher certification
13. Adult education teacher salaries per hour
14. Federal, state, and local financial levels for the school years 1967, 1970, 1974 and 1976 for ABE and GED
15. The state economy in relation to population flow, and the state's total budget for education.

(Details of the survey and an analysis of findings appear in Section II.)

Implementation and coordination of both projects—the Futures & Amendments Meetings and the State Survey—were the responsibility of the Executive Director and the staff.

Now, although the Executive Director and the staff may (and do) point with pride to the successful completion of these projects, they must forego taking a recess to bask in the glory of accomplishment. Rather, the staff must now move on to other urgencies, for we have enlisted "for the duration" —that is, until illiteracy has been vanquished.

"Getting things done" has called into play the full gamut of personal and professional resources brought to their tasks by all who have been privileged to serve on or with the Council. I therefore welcome this opportunity to express my deep gratitude and appreciation to my colleagues on the staff for their supportive assistance, their positive attitudes and their dedication. I am also indebted to the Council members for the leadership and inspiration they have so generously provided. They have afforded me and the staff the incomparable enjoyment of being "where the action is" in adult education.

Futures and Amendments Meetings

The legislative mandate of the National Advisory Council on Adult Education includes making recommendations to the President for changes in the Adult Education Act and other Federal laws relating to adult education activities and services. In the process of formulating its recommendations, the Council tries to obtain input from the broadest possible spectrum of adult education practitioners, researchers, administrators and students. Information from these sources constitutes an invaluable data base, integral to the formulation of valid recommendations for Federal laws and policy.

Anticipating the imminent expiration of the present Adult Education Act and desirous of making comprehensively informed recommendations for new laws and/or amendments, the Council in early 1976 determined to gather data from all sections of the nation from the most knowledgeable participants associated with adult education. To accomplish that goal, the Council decided that a series of public meetings would be the mechanism employed for collecting two distinct types of data:

Amendments Meetings
Meetings in this category were designed to bring people together to discuss possible changes in the existing Adult Education Act in order that

—the delivery of services

—administrative efficiency and economy

—operational impact of programs, and

—the return on investments of Federal and state funds in adult education programs might be improved.

Futures Meetings
Meetings were designed to bring people together to discuss their visions and dreams—their concepts of what, ideally, the status, programs and results of adult learning in America should be ten or more years hence; and the perceptions of the role the Federal government might best play in the attainment of these ideals was also to be discussed.

These meetings would come to be called "Futures & Amendments" meetings.

The meetings were structured to permit the two sections—one on Amendments, one on Futures—to be convened concurrently in a designated region. Each meeting was scheduled to allow one and a half days of intense dialogue. Approximately 20 persons were invited to participate in each section. However, overall attendance at the meetings averaged nearly 50 participants because former Council members residing in the region along with program officers from regional U.S. Offices of Education would also attend.

Invitations to the regional meetings were based on recommendations from chief state school officers from the states and state directors of adult education (who, themselves, were invited). Diligent effort was expended on assembling persons who might best represent their states in one of the sections. Mainly, the participants were persons with a wide range of experience in business, industry, labor, state and muncipal government as well as adult education professionals and others knowledgeable in the field of adult learning. Serving as facilitators for the meetings were the Council Chairman, Council members from the region and personnel from the Council office.

Data Base

In general the Futures & Amendments Meetings sought answers to such questions as:

- What role should the Federal government play in support of adult education programs? In support of adult education research?
- What changes could and/or should be made in the existing legislation to
  - —increase administrative efficiency
  - —facilitate increased state support of and commitment to adult education
  - —improve the delivery of adult education programs/services
  - —facilitate increased administrator/teacher competencies?
- What types of coordination and cooperative partnership activities between the Federal, state and municipal agencies might be facilitated by the Federal government?
- What types of new legislation should be developed? To reach what objectives?

Between April 22, 1976, and March 22, 1977, eight Futures & Amendments Meetings were held. Meetings scheduled for 1976-1977 were held on the dates and in the regions shown below:

April 22-23, 1976
Washington, District of Columbia
May 3-4, 1976
Washington, District of Columbia
September 13-14, 1976
Indianapolis, Indiana
September 16-17, 1976
Denver, Colorado
October 27-28, 1976
Boston, Massachusetts
November 29-30, 1976
San Francisco, California
December 6-7, 1976
Houston, Texas
March 21-22, 1977
Washington, District of Columbia

The final meeting with a national rather than regional emphasis was conducted in Kansas City, Missouri, on May 22-24, 1977.

Survey of State Support of Adult Education

During the summer of 1976, in preparation for the development of recommendations concerning new or modified Federal adult education legislation, the Council contacted various national education agencies and organizations. Essentially, these contacts were intended to determine the availability of information on state financial support for adult education, state constitutional provisions, statutes and school codes which impact on adult learners, and the organizational structures of state education agencies.

It soon became apparent that data in the form needed by the Council to assist in the development of legislative recommendations had not been compiled. Thus on August 16, 1976, at the Council's meeting in Des Moines, Iowa, a "Prospectus for a Survey of State Support of Adult Education" was discussed and the implementation of a survey approved. (For the purpose of this survey, adult education has been defined as any planned/structured learning experience for persons aged sixteen or over who do not have a certificate of graduation from a school providing secondary education, who have not achieved at least that level of education, and are not required to be in school.) The study, undertaken by the staff of the Council, has yielded information on the status of support for adult education in every state. It also has permitted the identification of possible trends of state commitment in relation to the application of Federal funds for adult education.

Since September 1976 each state agency responsible for administering the adult education/state grant program has completed the Council's special survey instrument. Among topic areas targeted in the survey were:

—Organizational Structure of State Departments of Education

—Constitutional Provisions for Adult Education

—State Adult Education Legislation and Policy

—State Adult Education Descriptors

—Financial Information

—Economic Indicators

Details, an analysis, graphic materials and recommendations derived from the survey appear in Section II.

Program Visitations

The National Advisory Council on Adult Education (NACAE), of necessity, is a highly mobile body. In order to provide national coverage of regional, state, and local adult education programs; to increase public and professional awareness of the Council and its activities, and to facilitate the Council members' exposure to and communication with various regional, state, and local adult education programs, members travel (in and beyond their home states) within the HEW region in which they live.

In each of the ten U.S. Office of Education (USOE) regions, a Council member is assigned to serve as a link between Federal, state and their local education programs. The on-the-scene presence of Council members fosters meaningful communication between the USOE regional offices, and those associations, agencies, and organizations having a responsibility for adult education or a stated interest in educational programs. These visits also permit Council members to gain, firsthand, insight into many aspects of adult education and reports from these visits often become primary sources of information, aiding the Council to take action and develop recommendations.

In the program visitation process, the Council member's major function is to observe; the visit is exploratory, not judgmental. The visiting Council member is alert, however, to concerns that are voiced and to issues related to adult education raised by the host agency or participants in the visited activity. Such issues and concerns are reflected in the member's report and are analyzed and discussed at subsequent Council meetings.

Since January of 1976, Council members have, frequently at the request of adult educators, made 46 visitations, thereby providing continuity of contact in each of the ten USOE regions.

In 1977, between January and April alone, Council members have visited conferences, symposia and workshops in nine states: Arizona, Florida, Kansas, Massachusetts, Michigan, Missouri, Nevada, Virginia and Wisconsin.

The scope of dominant themes at these gatherings may be inferred from random listing of the topics explored:

"A New Look at ABE (Adult Basic Education)"

"Programming Around Adult Life-Cycle Change"

"Educational Models for Adult Education Developed by Civilian Schools for Armed Forces Personnel"

"State Commitment to Adult Education"

"State Planning for Lifelong Learning: Improving Access for All Citizens"

"54 Million Adults with Less than a High School Diploma: National Challenge"

"Adult Education Programs: Why Have Them?"

"The Role of Community Education in Implementing the Nation's Problem-Solving Agenda"

"Recruiting Bilingual Adult Students"

"Continuing Education, Manpower Policy and Lifelong Learning."

During these visits, Council members have played a variety of roles, ranging from delivering keynote addresses and leading—or participating in—panel discussions to merely observing the proceedings for the benefit of the Council. The principal value of the visitations, regardless of the Council representatives' degree of formal involvement, rests in the opportunities for new and ongoing dialogue with other citizens who are also concerned with meeting national objectives for the provision of unobstructed access to education for all Americans.

Meeting Dates, Sites and Content 1976/1977

January 22-24, 1976
New Orleans, Louisiana

Career Education
Lifelong Learning
Federal Rules and Regulations
Adult Performance Level (APL) Project
State Directors' Panel
State Advisory Council Panel
Legislative History
Regional Program Officer's Report
High School Completion Programs
Political Party Platform Statements
Policy Development Project

March 10-13, 1976
Los Angeles, California

Federal Appropriations
Block Grants/Categorical Aid
Regional Program Officer's Report
Los Angeles Area Program Visitations
Los Angeles Unified School District Board Meeting
311(d) Evaluation Project
Affirmative Action
White House Meeting—Adult Education
State Grant Appropriation Levels
Adult Education Definition
Organizational Relationships

May 20-22, 1976
Washington, D.C.

White House Meeting and Luncheon
Study on Status of Minorities
UNESCO Adult Education
Adult Education International Conference
Amendments and Futures Meetings
Council Budgets
Full Funding of State Grant Programs
National Opinion Poll
Joint Meetings with Other Presidential Councils
ESEA Block Grant Legislation
Election of Council Officers

August 15-16, 1976
Des Moines, Iowa

Council Issues and Priorities
Regional Program Officer's Report
State Directors' Panel
Iowa Adult Education Delivery System
State Adult Education Legislation Survey
Wingspread Conference
International Adult Education
Financial Issues for Transition Quarter
Video Tape Presentation—GED
USOE/Bureau of Occupational and Adult Education (BOAE) Priorities

October 1-2, 1976
Arlington, Virginia

Adult Indochinese Refugee Programs

Adult Education Clearinghouse

Lifelong Learning Conferences

Executive Directors' Workshop—White House

State Program Plans, FY-77

Management Evaluation Review for Compliance

International Council for Adult Education

UNESCO Draft Recommendation

Competency Based Adult Education—Adult Competency Test (ACT)

Orientation Procedures

HEW Reaction to 1976 Annual Report

November 17-18, 1976
New York, New York

National Conference/Adult Education Association (AEA/USA) — National Association for Public Continuing and Adult Education (NAPCAE)

HEW Secretarial Rules and Regulations

Psychological and Social Needs of the Adult Student

State Directors' Meeting

Urban Administrators' Meeting

American College Testing APL Meeting

1977 Council Report

Policy and Action Imperatives for Lifelong Learning

Coordination Activities with Administration on Aging

Adult Education Lifelong Learning (ADELL)/Educational Resources Information Center (ERIC) Clearinghouse

Program Visitation Reports

January 24-26, 1977
Washington, D.C.

Orientation/Oath of Office Ceremonies —New Members

Council Priorities and Committee Assignments

Federal Supplemental Appropriations

National Right to Read and Reading Academy Program

Association Legislative Thrusts

Committee on Full Funding for Education Programs

The Presidential Education Budgets

President Carter Appointments—Education

Higher Education Act

Office of Management and Budget (OMB) Clearinghouse on 311(d) Evaluation Project

Adult Education Promotional Materials

April 4-5, 1977
Phoenix, Arizona

National ABE Commission Conference

Indian Education Issues

Renewal Evaluation Report

Adult Education Terminology Project —National Center for Education Statistics (NCES)

Regional Program Officer's Report

National Futures and Amendments Conference

Presidential and Secretarial Chairmen's Meeting

Adult Education Policies and Issues Workshop

1977 Council Report

White House Conference on the Handicapped

June 10-11, 1977
Charleston, South Carolina

Election of Council officers

Analysis of Futures and Amendments Findings

Coordination with other Department Education Thrusts

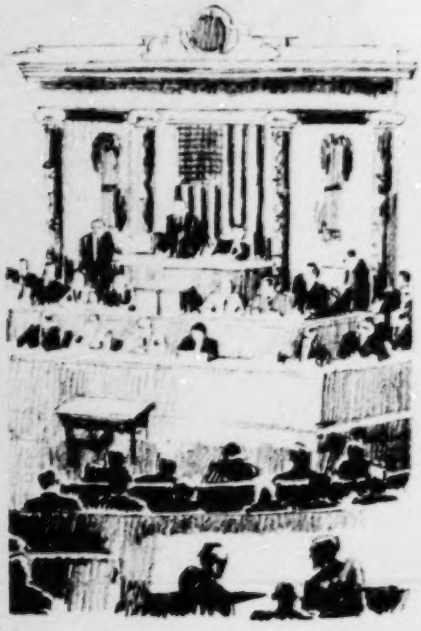
Lifelong Learning

State Survey

Education Advisory Council Chairmen's meeting

Regional Adult Education Conference

Chronology of the Adult Education Act



Federal funds for literacy programs were first made available with the passage of the Immigration and Nationality Act in 1918.

In the mid-sixties there were powerful economic and social forces operating that resulted in Federal legislative responses to the educational and training needs of adults who were undereducated, unemployed, unskilled and poor.

With the passage of the Economic Opportunity Act (OEO) in 1964 the Adult Basic Education (ABE) program had its historic roots. The ABE program sought to remedy the inequities of the educationally disadvantaged. The OEO program under Title II-B was delegated to the U.S. Office of Education until 1966 when the Adult Education Act was passed.

The following is a summary of the various legislative actions which have changed the Federal adult education legislation and the significance of those changes.

- P.L. 88–452: Title II–B: August 20, 1964
  Economic Opportunity Act of 1964
  Initiated Federal support for adult basic education. The legislative purpose was program funds for instruction of persons 18 years of age and older with inabilities to read or write the English language and to improve their ability to obtain or retain employment.
- P.L. 89–750: Title III: November 3, 1966
  1966 Amendments to the Elementary and Secondary Education Act (ESEA)
  This was the first legislation beyond the early provisions of the OEO legislation to assist adult education and provide expanded definitions for adult and adult basic education. The legislation reserved funds for special demonstration projects and teacher training. The Advisory Committee on Adult Basic Education was designated.
- P.L. 90–247; Title V: January 2, 1968
  1968 Amendments to ESEA
  These amendments retained an allotment formula and provided a state grant base of $100,000 and provided that private nonprofit agencies be included as eligible grant recipients.
- P.L. 90–576: Title III: October 16, 1968
  Vocational Education Amendments of 1968
  Section 302 of these amendments reduced the age of eligibility for the program from 18 years of age to 16.
- P.L. 91–230; Title III: April 13, 1970
  1970 Amendments to ESEA
  The 1966 Adult Education Act was amended in 1970 and revised the statement of purpose to include secondary education for adults. Three new definitions were added and the state allotment formula was revised along with the base grant increase to $150,000.
  The National Advisory Council on Adult Education was mandated by Congress.
  Additional appropriations were also authorized.

- P.L. 91–600: December 30, 1970
  The Library Services and Construction Act Amendments of 1970

  The Library Act amendments modified Section 305, allotment for Adult Education, of the Adult Education Act.

- P.L. 92–318; Title IV, Part C: June 23, 1972
  1972 Amendments to ESEA

  A new section of the Act was created (Sec. 314) for the improvement of educational opportunities for adult Indians.

- P.L. 93–29; Section 804(a): May 3, 1973
  Older Americans Comprehensive Services Amendments of 1973

  This amendment authorized the U.S. Commissioner of Education to make grants for special projects for the elderly under provisions of Section 310 of the Act.

- P.L.93–380; Title IV, Part A: August 21, 1974
  The 1974 Amendments to ESEA

  These amendments defined the community school program, revised the state allotment and the state plan requirements. A Clearinghouse on Adult Education was authorized. Effective June 30, 1974, the grants to each state could not be less than 90 percent of the grants made in fiscal year 1973.

  The National Advisory Council membership was changed to reflect persons with a special knowledge in the education of adults of limited English-speaking ability.

  The amendments provided that state advisory councils could be established and maintained.

- P.L. 94–405; Title III: September 10, 1976
  Indochina Refugee Children Assistance Act of 1976

  This title amended the Act by adding Section 315 which was an emergency adult education program for Indochina refugee adults. The program comprised grants to state and local education agencies.

- P.L. 94–482; Title III: October 12, 1976
  Education Amendments of 1976

  The passage of this legislation lowered from 15 per centum to 10 per centum the use of state grant funds under section 309—Special Experimental Demonstration Projects and Teacher Training.

  The maintenance of effort language of the law was modified in Section 307 of the Act.

  The General Education Provisions Act was amended by Title IV of P.L. 94–482 concerning Presidential Advisory Councils. Members shall now continue their term until the President appoints other members to fill their positions.

The National Advisory Council

Mary A. Grefe

Reuben T. Guenthner

Archie L. Buffkins

Donald G. Butcher

Gertrude B. Calden

Alton C. Crews

Kyo R. Jhin

Joan E. Kenney

Marshall L. Lind

Eugene L. Madeira

Betty J. Mage

Lane Murray

Arthur L. Terrazas, Jr.

Judith N. Turnbull

John K. Wu

The National Advisory Council

Mary A. Grefe, CHAIRMAN
Des Moines, Iowa
Education Consultant
Appointed 1974

Reuben T. Guenthner, VICE CHAIRMAN
Bismarck, North Dakota
Assistant State Director for Vocational Education
Appointed 1974

Archie L. Buffkins
College Park, Maryland
Assistant Dean for Graduate Studies
University of Maryland
Appointed 1974

Donald G. Butcher
Big Rapids, Michigan
Dean, School of General Education
Ferris State College
Appointed 1975

Gertrude B. Calden
Santa Barbara, California
Vice President, Fund for Santa Barbara City College
Appointed 1974

Alton C. Crews
Charleston, South Carolina
Superintendent, Charleston County Public Schools
Appointed 1975

Kyo R. Jhin
Huntsville, Alabama
Executive Director
Top of Alabama Regional Education Service Agency
Appointed 1975

Joan E. Kenney
Las Vegas, Nevada
Member, Nevada State Board of Education
Appointed 1976

Marshall L. Lind
Juneau, Alaska
Commissioner of Education, State of Alaska
Appointed 1975

Eugene L. Madeira
Lancaster, Pennsylvania
Director, Adult Basic Education, Lancaster District
Appointed 1975

Betty J. Mage
Vancouver, Washington
Chairman, Clark College Board of Trustees
Appointed 1976

Lane Murray
Huntsville, Texas
Superintendent, Windham School District,
Texas Department of Corrections
Appointed 1976

Arthur L. Terrazas, Jr.
Greeley, Colorado
Instructor/Coordinator, Adult Basic Education
Aims Community College
Appointed 1974

Judith N. Turnbull
Chicago, Illinois
Executive Vice President/Publisher, Tuesday Publications, Inc.
Appointed 1974

John K. Wu
Ludlow, Vermont
Education Development Consultant
Appointed 1976

Council Committees

Although the Council's working procedures, actions and recommendations result from the deliberations of the entire membership, certain tasks—e.g., in-depth preliminary explorations, special studies, detailed analyses, and the draft of recommendations—are usually assigned to five standing committees. When needed, *ad hoc* committees are also named.

All committees act at appropriate times in accordance with their directives and under the policies established by the Advisory Council as a whole.

The composition of each of the Council's standing committees and an outline of the primary functions and responsibilities with which they are charged follows:

EXECUTIVE COMMITTEE

Chairman: Reuben T. Guenthner

Members: Donald G. Butcher
Alton C. Crews
Kyo R. Jhin
Arthur L. Terrazas, Jr.
Mary A. Grefe (ex officio)

Functions & Responsibilities

- Assure fiscal oversight of the Council, its committees and its administrative office and personnel.
- Develop, in accordance with U.S. Office of Education fiscal policy, an itemized budget for the support of Council needs and activities.
- Prepare current financial statements, including budget expenditures and item balances, for presentation at Council meetings.
- Review expenditures and transfers of funds to ensure conformity with Council-approved budgetary items.
- Make recommendations for contracts and services for Council approval. (In exceptional circumstances between meetings of the full Council the Executive Committee may act on behalf of the Council in matters relating to policy and expenditures. These emergency actions are subject to ratification by the Council as a whole at a subsequent meeting.)

COMMITTEE ON GOVERNMENTAL RELATIONS AND LEGISLATION

Chairman: Alton C. Crews

Members: Gertrude B. Calden
Marshall L. Lind
Joan E. Kenney

Functions & Responsibilities

- Establish and maintain dialogue with Executive and Legislative branches of Federal and state government, and state education units.
- Develop recommendations on Federal legislation.
- Develop recommendations on rules, regulations, and guidelines relating to the implementation of proposed legislation.
- Develop testimony for use before Congressional committees and the Office of Education at hearings on pertinent legislation and appropriations.
- Review proposed and/or new education legislation for its probable implications and impact on adult education.

COMMITTEE ON PROGRAM EFFECTIVENESS AND EVALUATION

Chairman: Arthur L. Terrazas, Jr.

Members: Eugene L. Madeira
John K. Wu

Functions & Responsibilities

- Provide recommendations on ways and means to finance and complete Phases II and III of the Council's three-phase evaluation of the impact and effectiveness of existing programs under the Adult Education Act.
- Monitor any contracts related to the design and implementation of the evaluation design.
- Analyze (with appropriate contractor) data derived from the evaluation instrument.
- Compile current information on the status of minorities, women and handicapped persons in adult education.

COMMITTEE ON PLANNING AND DEVELOPMENT

Chairman: Donald G. Butcher

Members: Archie L. Buffkins
Lane Murray

Functions & Responsibilities

- Recommend to Council ways of developing an enhanced national policy for adult education that broadens the scope of Federal adult education beyond adult basic education.
- Explore new thrusts in adult education for Council consideration and, where indicated, recommend revision of priorities and areas of concentration.
- Maintain continuous communication with the National Institute for Education, and strive to ensure that reasonable amounts of allocated funds are expended for research related to adult education.
- Assist with planning and follow-through for Conference on Lifelong Learning.
- Continue liaison with the Deputy Commissioner for Occupational and Adult Education and particularly the Division of Adult Education.
- Provide (in conjunction with the Governmental Relations and Legislation Committee) optimal liaison between the Survey of State Support of Adult/Continuing Education and the Council.

COMMITTEE ON PUBLIC AND ORGANIZATIONAL RELATIONS

Chairman: Kyo R. Jhin

Members: Betty J. Mage
Judith N. Turnbull

Functions & Responsibilities

- Establish greater working relationships with organizations, agencies, and associations outside the field of adult education.
- Establish working relationships with other Presidential councils in education, and other professional organizations; business and industry, armed services, handicapped, the Council of Chief State School Officers, Comprehensive Employment Training Act programs, ACTION agencies, the American Association of School Administrators, the National School Boards Association, Association for Supervision and Curriculum Development, Education Commission of the States, and social organizations and agencies.
- Establish working relationships with the National Institute for Education and National Center for Education Statistics to initiate a national opinion poll related to adult education.
- Encourage a program section on adult education at the White House conference on the handicapped and general White House conference on education.

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WASHINGTON, D.C. 20004

PRESIDENTIAL
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Mary A. Grefe, *Chairman*
Reuben T. Guenthner, *Vice Chairman*
Archie L. Buffkins
Donald G. Butcher
Gertrude B. Calden
Alton C. Crews
Kyo R. Jhin
Joan E. Kenney
Marshall L. Lind
Eugene L. Madeira
Betty J. Mage
Lane Murray
Arthur L. Terrazas, Jr.
Judith N. Turnbull
John K. Wu

ADMINISTRATIVE
STAFF

Gary A. Eyre
Executive Director
Carlene L. Turman
Assistant Director
Helen G. Banks
Administrative Assistant